

CANADIAN

# Welfare

*March - April*

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# Canadian WELFARE

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THE CANADIAN WELFARE COUNCIL

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## The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

### OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

### METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

### MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the interests of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statements of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

### FEES

- |                             |                           |                    |
|-----------------------------|---------------------------|--------------------|
| 1. Sustaining Members       | Annual Fee, \$50.00       | Representatives: 5 |
| 2. National Organizations   | Annual Fee, \$ 5.00       | Representatives: 3 |
| 3. Provincial Organizations | Annual Fee, \$ 3.00       | Representatives: 2 |
| 4. Municipal Organizations  | Annual Fee, \$ 2.00       | Representatives: 1 |
| 5. Individual Members       | Annual Fee, \$ 1.50       |                    |
| 6. Junior Members           | Donation, \$10.00 or more |                    |

In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other free publications as may be published from time to time.





# WELFARE

## A L A M O D E

**W**ITH this volume *WELFARE* has changed to a new garb and will make its appearance every six weeks, a volume of eight issues in all. The Board of Governors has felt, for some time, that its usefulness would be greater were its contents to reach the reader, closer upon the event. Style and set-up have been changed in conformity with the trend in make-up of the smaller magazine, and, it will be noted, *WELFARE'S* face has been lifted, and, in keeping with this year's general emphasis on head gear, the title set-up has been changed. This implies no intent to go "high hat." Rather, it is hoped, that the magazine may serve a broader group of donor and lay members of the Council, through the inclusion of more material of general interest and treatment in its pages, and the issuance, from time to time, of technical news letters designed to serve board members and staff in specific fields of social work.

And, of course, to adapt itself to these changes in style, *WELFARE* has gone in for a reducing diet: the semi-quarterly numbers will contain about 40 pages instead of 60 to 68, as has been the rule with the bi-monthly issues. It is hoped, however, that the greater neatness and frequency with which it will come to its readers will more than compensate for this loss in weight: and, anyway, over the year's volume, with the change in type, and eight, instead of six issues, the reader will suffer—or sustain—no loss in total "wordage"!

And, in such wise, and with hopes of a constantly enriching service to Canadian social work, public and voluntary, lay and professional, *WELFARE* enters the seventeenth year of its life. Its value to you will increase, as the Council is able to judge what its members and readers want. Comment, criticism and suggestion cannot be purchased: they can only be invited, and will be sincerely welcomed, as beyond price in enabling *WELFARE* to gauge, and so to fill, acceptably, the demand for a useful periodical in Canadian social work. C.W.

## 20th Annual Meeting, Canadian Welfare Council

Just as war has changed the programme of action with which we hoped to start our 21st year, so also it sets the slogan, "strictly business" for our gathering in Toronto on Monday, May the 20th.

THE Board of Governors, a year ago, had tentatively discussed plans for a somewhat ambitious twentieth anniversary—a distinguished speaker from the United Kingdom, an outstanding worker from the United States of America, and possibly, even, an official from the Social Questions Section of the League of Nations. War has changed all that, as it has changed what would have been the emphasis of the Board's report, and the programme of action which would have been offered as the Council entered its twenty-first year.

Consequently, the proceedings of the twentieth annual meeting will be "strictly business", tragically similar in emphasis to the first meeting in October 1920, when the Council came into being in the bewildering aftermath of war and post-war dislocation and adjustment. What the 1940 meetings may lack in special features, it is hoped they will acquire in significance as Canadian social work attempts to adjust itself once again to the costly interruption of life's good ways that war's disaster brings.

The Board of Governors will meet in pre-annual session Monday morning, and through the lunch hour. A public business session will be held at 3.30 p.m., and the public annual meeting at 8.15 p.m., when the service report for the year will be presented, and Mr. Frank Bane, executive director of the Council of State Governments, Chicago, will address the meeting.

The Council will be associated in subsequent days, in different sessions of mutual concern, with the seventh biennial meeting of the Canadian Conference on Social Work, while plans now under way anticipate a session of the new Central Committee on Community Councils and Chests, for which the Council provides the secretariat, on Tuesday, May 21st.

All meetings are being held in the Alexandra Room of the King Edward Hotel, Toronto.

All Council members and their friends are cordially invited to attend these sessions of the annual meeting.

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Nominations are now open for the Board of Governors and Advisory Committee of the Council.

## The Forgotten Man

THE TEST of democracy is the willingness with which it rallies to appeals for assistance for the needy and the dispossessed, says the *Hamilton Spectator*, in effect, in an editorial of March 27th, 1940.

This has been particularly true of the Canadian people since the declaration of war. Increased taxation, increased demands upon resources, tangible and intangible, have been anticipated, and, on the whole, welcomed, as something in which everyone could participate, regardless of age, or status, in striking for freedom, when freedom stands at bay. The Canadian, as a rule, is a generous person, cheery, ambitious, energetic, not greatly given to serious grouching. He will grumble at appeals, he will complain about the taxes, but the important thing is that he "comes across" loyally and generously in the end, *provided* he is satisfied that the need is real, and that integrity, efficiency and economy mark planning and spending in the services, designed to meet it.

In this last decade, the Canadian taxpayer and private contributor have given gallant testimony of this. With decreased national income, over one billion dollars have been expended on unemployment and agricultural assistance alone, while all gauges of private giving show an equally remarkable redistribution of wealth and income to meet the needs of our voluntary services.

### *Giving Since the War*

With the declaration of war, Canadians strained to pass their own previous records in generous outpouring of resources for the public weal. A Dominion Income Tax increase of 20% and other war taxes were taken with just "a grin and bear it" wince. The community fund appeals, going out in the teeth of the war gale, raised more than last year, \$3,860,130. The Poppy Day Fund followed, and, in addition to over 400 locally registered War Charities and our numerous Christmas Charities, the Bulletin of the Toronto Better Business Bureau points out that in quick succession came the Canadian Red Cross Society appeal (November, realizing \$4,935,000), the Knights of Columbus Army Huts (December

and January, \$200,000), the Canadian Legion War Services (February, \$500,000), the Salvation Army Home and War Services (March, objective \$1,000,000), and the Y.M.C.A. War and Home Services (April, objective \$1,038,000). These campaigns have realized or call for \$7,673,000, the Bureau points out. Special war relief funds of various categories must have realized perhaps another quarter million dollars.

And, meantime, our great national welfare agencies have kept on serving under added pressures all along the home front,—the Victorian Order of Nurses, the Canadian National Institute for the Blind, the Y.W.C.A., the Boy Scouts, the Girl Guides. Scores of local services, dependent on community giving, have attempted to meet added demands all across Canada,—the Children's Aid Societies, orphanages, and homes, family agencies in the smaller cities, scores of charitable and benevolent enterprises. And, powerful forces in the national life, the great women's groups,—the I.O.D.E., the Catholic Women's League, the Women's Institutes, the Junior Leagues, the Women's Auxiliaries of the Churches,—and the Service Clubs have bent shoulders to heavier, not lighter tasks because of war. And to all of these, the Canadian citizen has given, steadily, generously, with little questioning, asking only that planning, organization, spending and accounting be on a par with the loyal confidence of the giver and the generous sacrifice that such giving represents.

#### *The Average Giver*

For these demands involve real sacrifice for the average Canadian. The "big fellows can give", is the popular by-word, but the big fellows, after all, are not so many. There are in the Dominion only 237,000 individual Canadians who can pay income tax at all. Just about 400 pay on over \$50,000 per annum—though they do pay one-third of these taxes; they are fair game for all appeals, and most of them give generously, as do the relatively small group in the \$15,000 to \$50,000 class. These two categories provide 65% to 70% of all our income tax payments. But on them extra war taxes have borne down heavily, as have increased provincial imposts.

The great mass of Canadian tax payers—over 200,000—pay on incomes of less than \$5,000 per annum, with 15,000 more still under \$8,000. It is particularly for these people, (right down to the \$1,000 a year man), the average wage earner and small business man, that war's demands and the appeals for War Charities and Community Services mean real worry and sacrifice. They have given and given, as the calls have continued, for patriotic purposes, for the needy, the aged, the children, the handicapped. Not only are the demands upon their resources more than they can carry, but the demands on their time and service are proving serious, when the extra strain and worry of war call heavily on nervous resources, already frayed from the depression decade.

War and welfare services must give more thought to their forgotten people—the giving public.

More thought and co-operation must go into the planning of services,—both community and war—for the elimination of duplication in appeals must have its basis in eradicating duplication in services.

### *War Services*

As far as war charities are concerned, there is the War Charities Act, the Patriotic Fund Act, and the Auxiliary Services Branch in the Department of National Defence, the related powers and machinery available under each being adequate to the co-ordination of services and appeals in this area.

### *Community Service Appeals*

The community welfare services, on the other hand, insofar as they are susceptible to control, fall under diverse municipal by-laws or provincial statutes. They are fundamentally related to civilian rights and liberties, in many communities and certain provinces, peculiarly adapted to the life and ways of the people, as under the Quebec Public Charities Act, or the Children's Aid Societies under provincial enactments. Primarily, their control and disciplining must come of themselves and vary with local statutes and provisions.

The development of local Councils of Social Agencies and Community Chests, and of municipal by-laws recognizing the place of the former in reporting upon public appeals, has been a healthy sign of recognition of these facts; both in Canada and the United States. It is therefore natural that, from this area, leadership is emerging, at this time.

### *Community Services October 14th - November 4th, 1940*

The Community Funds or Chests across the Dominion have nearly all come together on a plan to make their appeals to their constituencies in one concentrated period, this autumn, between Thanksgiving Day, October 14th, and November 4th.

In four large cities, where Community Chests do not now exist, such a scheme is at present being explored.

The suggestion for one fund-raising campaign for these services is more ambitious than this, however. It contemplates setting these dates aside, all across Canada, as a period within which *the Community Welfare Services*—large, small, or middle-sized—in as many centres as possible, would combine, not necessarily in a community fund, but in a synchronized campaign, with a joint committee and a combined objective for the year. Thus, the average giver—the merchant, the business man, and the wage earner—in that city, town, or village, would know roughly what his *Community Welfare Services*, altogether, were

going to ask of him to meet their needs in 1941, and they would ask him for the total objective, through a combined appeal, some time in these three weeks in the autumn. Then he would know and could plan what he would give or promise them, though his actual payments might be made or spread over any time in 1941. No central fund, no overhead costs are contemplated, beyond what the five or six larger city Chests may themselves give for specific purposes. Rather does the proposal call for all the local welfare services in any community, whether purely local, or branches of a national welfare agency, sitting down about a common table, to talk out their work, plans and needs for 1941, and, through a joint committee, and united effort, raising those needs in one campaign and one drain on the time and energy of the forgotten man—the average taxpayer and contributor to their funds.

#### *The United States*

A somewhat similar development has been extending over the United States, where over 500 communities will make their appeal of "Mobilization for Human Needs" in practically these same dates, this autumn.

#### *A United War Work Fund?*

Of course, the success of such a plan in any large number of communities would doubtless lead to similar co-operative action among local war services, and local branches of national war services, to assure a combined or United War Work or War Services Fund, which, at some one time in the year, well spaced from the Community Welfare Services appeal, would make its joint appeal, under a similar co-operating committee, for that community's just contribution to the special war services.

Any such United War Services Appeal or Fund, however, being national in its requirements, as well as local in scope, might involve the much more complicated problems of organization along national lines, in its set-up, and the appointment of national and provincial trustees of funds, raised generally as well as within specific communities.

\* \* \*

Greater Vancouver is, as yet, the only large community in Canada to have grappled with this problem effectively—its story is told elsewhere in this issue. But, already, it is evident that the forgotten man is mobilizing in his own defence, and that, from his strength and reasonableness, there will likely emerge a better co-ordination of war charities, on the one hand, and of community welfare services, on the other.

While part of the solution will depend upon national policies in respect to war services and charities, salvation really rests right in the local community itself, in the decision of its citizens themselves to fix

what the reasonable limits of their voluntary giving are, how these are to be allocated as between war purposes and community welfare services, and when and how the funds, deemed just for each, are to be allocated, and raised, and their distribution and expenditure supervised.

All across Canada citizens in hundreds of communities are exploring this problem, and out of their pondering and action will come a more vital and closely knit sense of responsibility that cannot but add to the strength of the community's life.

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### SCOTTISH MILK PUBLICITY

MILK AT reduced rates to school children within the area of the Scottish Milk Marketing Scheme is provided through operation of the Milk Act, 1934.

Primarily designed to assist the milk industry in Great Britain by providing certain bonuses to farmers for milk from tubercle free herds, and providing £1,000,000 for publicity, it is indirectly building up the health of certain Scottish school children, since Scotland has used a large proportion of her publicity money to provide milk for school children in a given area at reduced rates. This Scheme applies only to milk actually consumed in schools or other approved centres. It may be supplied on school days only, or seven days a week and in the holidays provided that the children are assembled to consume the milk.

In 1937 an extension was made in this Scheme so that children from any part of Great Britain visiting the Empire Exhibition in Glasgow in 1938 might obtain milk at the same reduced rates provided their schools were included in the area of this Scheme or of similar Schemes operated by other Milk Marketing Boards; and provided also that they assembled in charge of their teacher, and that adequate notice was given to enable the Board to arrange for the supply of milk. The Board required from the teacher a certificate showing the quantity of milk consumed by children under his charge.

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### MISS PUXLEY MAKES HISTORY

THE SCORES of friends whom she made across Canada, four years ago, when the guest of the Canadian Welfare Council and the Canadian Conference on Social Work, will welcome Miss Zoe L. Puxley's new and high distinction. She has entered precincts, hitherto so high in the British Civil Service, that no woman approached nigh thereto, in her appointment as assistant secretary (in Canada, assistant deputy) in the Ministry of Health.

When our guest in Canada, Miss Puxley was principal officer of the Ministry, in Public Assistance, the Ministry of Health in England really being broader than the name connotes, having Health in one Branch, Local Government in another, Housing, Health Insurance and Assistance in other respective divisions of equal rank. Miss Puxley entered the higher grades of the British Service, because of her work in maternal and child hygiene "unofficially", eight years before women were admitted to that rank. She has recently been in charge of the creation of the Civil Nursing Reserve, as one side line, enrolling 100,000 volunteers within fifteen months.

Capable, charming, witty and extremely well informed, Miss Puxley made a decided contribution to clearer social thinking in her short time in Canada, as she has at Geneva, as technical adviser to the United Kingdom delegation. C.W.

No one can tell when he will be ill and what his illness will cost. The hospital bill is an economic hazard. For several thousands of people in Winnipeg that hazard no longer exists.

## Where the Hospital Bill Has Ceased to Be a Bogey

**W**INNIPEG has completed its first year of providing hospital service to employed groups and their dependents, under the non-profit organization known as the "Manitoba Hospital Service Association." Through the courtesy of Mr. A. L. Crossin and Mr. Peter Lowe, *WELFARE* presents these details of the scheme.

This organization had its beginning through a study group composed of citizens representative of the professional, commercial and educational life of the city, called together by the Council of Social Agencies.

The study convinced the group that a non-profit Hospital Service Association should be formed in Winnipeg, and in March, 1938, the Legislature of Manitoba enacted a bill incorporating the Association, provision being made for representation by the medical profession and the hospitals of the city.

In November the Association opened an office, and with the assistance of personnel loaned by the Minnesota Hospital Service Association, proceeded to organize and train its staff, procure necessary equipment and announce the establishment of hospital service in Winnipeg. Then followed the approval of by-laws to govern the

conduct of the affairs of the Association, the adoption of the forms of contract with subscribers and member hospitals, the subscription rates and subscriber benefits, thus placing the organization in a position to commence enrolling membership from the 1st of January, 1939.

During the year there were 419 groups enrolled, consisting of 10,130 subscribers and 12,049 dependents, making 22,179 participants in the plan. The population of Greater Winnipeg is 280,202.

Enrolment continues at a satisfactory pace, 3,215 subscribers and 3,763 dependents having been added since the close of the year. The total number of participants had reached 29,157 at April the 9th.

### *Benefits Increased*

In view of the success of the first year of operation it was announced recently by the trustees of the Association that subscribers entering their second year of membership during 1940 will be entitled to receive 28 days' hospital care in place of the 21 days provided in the contract. A feature of the plan is that any surplus shall be returned to the subscriber in the form of increased benefits as good business practice warrants, and as

due regard for the financial soundness of the plan permits.

The receipts of \$67,954.28 for the year have been sufficient to pay the hospital bills for subscribers and dependents in accordance with their contracts, meet all preliminary and operating expenses, purchase the necessary furniture and office equipment, set up a reserve of \$7,500 for emergencies and carry forward surplus earnings of \$2,808.43. Loans of \$2,500, provided for promotion and preparatory expenses, have been repaid, and personal guarantees, signed by members of the Board of Trustees and others, to the extent of \$11,400, were not used and have been returned to the guarantors.

#### *Membership*

All employed persons under 70 years of age and in reasonably good health are eligible, without medical examination. There is no enrolment fee. Subscribers join in a group at their place of employment. In establishments employing less than 10, all are required to join; in those employing more than 25, forty per cent; in establishments having 10 to 25 employees, 10 persons. Under the plan, red tape is eliminated, and protection begins immediately on acceptance of the group. Membership may be retained directly, upon change of employment.

Monthly charges for an individual are 75 cents; for family dependents, 25 cents, and for an entire family, including the wife and all children under the age of

19, \$1. The subscriber is entitled to 21 days of hospital care in semi-private accommodation (with \$3.00 per diem allowance on private room if desired) each year and a reduction in charges for special services is provided. Routine operating room service, and usual surgical, drug, and medical supplies are also available. Medical care is not included in the plan. For family dependents, the Association pays 50 per cent of the hospital's regular bill for services to which a subscriber is entitled (limited to one-half of the subscriber's allowances for special services). The family dependent also obtains a 25 per cent discount on additional services over the members' allowances for these. In addition, there is an allowance of \$1.50 a day on a private room if desired.

Sponsored subscribers, who are unemployed dependents of the subscriber, other than those known as family dependents, and who are under the age of 70, and actually residing with the subscriber and receiving half their support from him, enjoy the same benefits as the subscriber. They enroll on a special form, and are admitted on the same rates, payable, however, quarterly, semi-annually, or annually.

Maternity benefits are available after a year of membership.

The Association undertakes to pay a subscriber's bill for hospitalization when he is away from home, up to \$4.50 a day, and up to \$2.25 for each registered member of his family.

### *All Hospitals Co-operate*

The subscriber may choose his own doctor and hospital. All seven of Winnipeg's hospitals are under contract with the Association to render the service to which the subscriber is entitled.

There appears to be no reason why Winnipeg's success should not be duplicated by other cities across the Dominion. In January, 1940, approximately 4,500,000 persons were subscribers to non-profit hospital service plans in no less than 60 communities in the United States. Some of these communities

are small cities, others cover whole states.

The objective of a hospital service association is to relieve the individual patient requiring care from financial difficulty and even from disaster in the emergency of sickness. Social workers will be quick to realize the value of hospital service to the many fields in which they labour. It is a health and prevention measure of the greatest importance, and provides needed security in the family life of the communities which undertake such service.

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## CO-ORDINATING VOLUNTARY EFFORT IN ENGLAND

THROUGH THE courtesy of the High Commissioner's Office, the Council has been advised of the appointment by the Government of the United Kingdom of an Advisory Committee with Lord Rushcliffe, of the Unemployment Assistance Board, as Chairman, to consider and recommend "the contribution which voluntary effort (other than that connected with the provision of hospital treatment) can make towards meeting problems arising out of the war and affecting the maintenance of the well-being of the civilian population, and how the services of voluntary bodies can be utilized to the best advantage for this purpose".

Members of the committee in addition to Lord Rushcliffe, include Professor W. G. S. Adams, Mr. B. E. Astbury of the Charity Organization Society, Miss Margaret Bondfield, Brigadier-General Sir Wyndham Deedes, Lady Denman, Councillor William Elger, Mr. Thomas Jones, and Lord Wark. The secretary to the committee will be Mr. John Beresford, 22A, Queen Anne's Gate, S.W.1.

C.W.

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## A LIAISON UNIT IN MONTREAL

A CENTRAL Clearing Bureau, which is intended to serve as a liaison unit for the existing social agencies in Montreal and all organizations operating in the auxiliary service area, has been established. It will provide guidance to military groups and the families of men serving in the Canadian forces in their use of the four Federations in Montreal, and it is intended that all welfare questions relating to these families shall be cleared with this agency.

The four Federations are financing the new Bureau at an approximate cost of \$2,500 per annum, the share of each Federation being determined by its last campaign objective. Miss M. Geldard-Brown is the executive of the new agency.

The Federations and the Soldiers' Wives League form a Family Welfare Committee of the War-time Services Co-ordinating Council. That committee supervises the work of the Central Clearing Bureau, and at the same time, the executive of the Bureau acts as professional secretary of the Family Welfare Committee.

Our country attempts to meet, in some measure at least, the problem of developing and protecting its finest "natural resource".

## Jobless Youth Gets a Break in Canada's Training Project

CANADA'S wealth of natural resources is being appraised with a new realization of what is required if this country is to occupy a strong position during and after the war. And what of Canada's greatest "natural resource"—her young people?

Miss Isabelle Alexander, Assistant Supervisor of Youth Training, Ottawa, has sketched for us the various classes provided by the Dominion-Provincial Youth Training Project during the past year.

Young people from 16 to 30 years of age who are not gainfully employed are eligible. Projects are planned by the provinces subject to the approval of the Dominion Government and funds are provided jointly.

From the commencement in 1937 to November 30, 1939, the total number given training was 141,072. Of this number, 98,773 were in various types of rural classes, physical recreation groups and student aid courses. In the projects designed to promote wage-earning employment, 42,299 registered for training and 13,078 were placed in employment. For the same period the total days of class instruction for all projects totalled 2,739,960.

The first eight months of the fiscal year beginning April 1, 1939, show an increased enrolment over

the same period in the two preceding years. Placements during that period more than doubled those of the previous year.

### *Aircraft Mechanics*

These classes were begun early in 1939. With the advent of war, they were extended and expanded so that in January, 1940, over 1,300 young men were engaged in learning trades connected with civil and military aviation. Trainees from these classes go into the R.C.A.F.

### *Forestry Programme*

Forestry training, begun in a modest way under the Youth Training Programme, has expanded into the National Forestry Programme. The youths concerned were located in camps in the forest lands of nine provinces, where they enjoyed the healthful, stimulating environment of outdoor life and good companionship.

Their average gain in weight was about six pounds, and many gained fifteen pounds or more during the three or four months the camps were in operation.

Not all the young men obtained employment at the end of the camp period, though many were placed in lumber and logging camps. Some were called to their own militia units, others enlisted voluntarily.

### *Urban Training*

Urban occupational training for young men and women has been provided in classrooms or workshops in industry, and in combinations of the two. Care was taken to secure the co-operation of employers, labour unions, and minimum wage boards, and provision made to ensure against exploitation of young workers and the displacement of older workers.

In Ontario many were placed for training in industrial establishments as "learners" in semi-skilled operations under an agreement covering wages and certain safeguards. A percentage of this wage was refunded to the employer for his costs incurred in giving the training.

In Manitoba employers are given some concessions in regard to the Minimum Wage for a limited period while the employee is learning the trade. During the training period the trainees are required to attend night school classes on subjects pertaining to the various occupations in which they are placed.

Urban classes in Alberta demonstrated the importance of vocational guidance. At the first trainees spent 6 to 8 weeks in survey classes. Through observation and consultation with the trainee, the type of work for which he or she was best fitted was decided upon. After the survey period, the trainee was placed with an employer as a "learner" for a stated period. When necessary, maintenance during the learning

period was paid by the project and the employer was paid a small weekly sum for the instruction given. An interesting feature was the manner in which young people from small urban centres were trained at the larger centres and then placed in employment in the smaller places.

### *Meeting War Needs*

This schedule for young men was altered considerably at the outbreak of war as training classes were immediately started in those trades for which skilled workmen were most urgently needed.

In Cape Breton an auxiliary apprenticeship plan was instituted. Employers were persuaded to undertake the training of young men for a period of a year. The employer pays the trainee a small weekly allowance and the project provides supervision to guard against exploitation and gives the trainees class-room instruction on two half-days each week.

Instruction for young men has been given at special centres in six provinces in motor mechanics, radio, carpentry, electricity, welding, woodworking, machine shop, wireless telegraphy, sheet metal working and aircraft manufacturing.

Commercial refresher classes for young people who are in danger of losing their speed and efficiency because of unemployment, and retail selling classes, have been held in three provinces.

### *Home Service*

Household employment is one occupation in which new recruits

are always needed. Eighteen schools in six provinces are at present in operation. During the first ten months of the fiscal year beginning April 1st, 1939, a total of 1,447 girls received training. Most of the schools are fully residential, some have a practice house and a school laboratory while in others the training is given in partially residential schools.

In Winnipeg, girls are trained for special part-time work in homes. The "party help"—a service which is being used increasingly by hostesses—has been popular, and other trainees are prepared to do regular part-time work in small homes and apartments. Some have been trained as dressmakers.

In Saskatchewan the Home and Convalescent Aid course is designed to train workers for household duties in homes where there are elderly people or convalescents. Mature trainees are selected and close co-operation with the Nurses' Association maintained.

In co-operation with employers, several waitress training classes have been held in Vancouver and in Ontario. Courses in dressmaking and power machine operation have been given in several provinces.

#### *Other Courses*

Mining and prospecting courses in five provinces provided training for 635 youths during the fiscal year 1938-9. A farm apprenticeship plan is functioning in three provinces.

#### *Rural Courses*

Courses for rural youth have been designed to make country life

more satisfying. In Alberta and British Columbia, short courses of two to three weeks' duration are given for girls and boys at selected centres.

The Saskatchewan programme for rural young women provides courses of 6 to 8 weeks' length, designed to make them more efficient as farm homemakers. At three centres longer courses of 4 to 5 months give selected trainees instruction in dressmaking, home management and cooking, and home convalescent aid. Trainees for these courses must be mature and have some experience in the work for which they wish to train. The objective is to fit the young women for the jobs which are available in small towns and villages. Agricultural courses are provided for the young men.

In Manitoba ten weeks' courses are given in agriculture for boys, and homemaking for girls. A special course in health, at each centre is arranged through the co-operation of the Department of Public Health. From the short courses are selected 25 young women and 25 young men for a special five months' course at the university.

Handicraft occupies a major place in the New Brunswick rural programme. Trainees are specially interested in weaving and many now have their own looms on which they weave material for suits, dresses, curtains, towels, upholstery and blankets for themselves and their homes. A course in art has been a necessary part of the training, followed later by

dressmaking so that materials can be made up attractively. Courses in foods and cookery are also given.

In Prince Edward Island and Nova Scotia short courses for rural boys and girls are developing. Over 31,000 young people received instruction in rural courses throughout Canada in the fiscal year 1938-9.

#### *Health and Recreation*

"Every province should be encouraged to include in its programme of youth training, a programme of physical training and recreational activity" was the recommendation at the recent Conference of Youth Training Officials and Advisers held at Ottawa. Five provinces, British Columbia, Alberta, Saskatchewan, Manitoba, and New Brunswick, now have such programmes in which about 18,000 who come under the classification "not gainfully employed" are enrolled.

#### *Citizenship Work*

In Manitoba special attention has been given to a study of

citizenship at the recreational centres. At the Youth Training Conference a resolution, which was accepted unanimously, declared that all Youth Training instruction should informally convey as well as formally teach, the value of the democratic method as opposed to dictatorship, and the responsibilities of citizenship.

#### *Student Aid*

A new development in youth training was the initiation of a student aid schedule. Those to be assisted were selected by committees from the participating universities. One hundred and eight-one students in five provinces are being assisted. They are first, second, third, and fourth year students of proven scholastic ability who would not be able to continue their studies without such aid. The maximum which can be received by any one student is \$200.00. Application to his or her studies is the only return expected.

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### COMMUNITY WAR GARDENS

THE Community Garden League of Greater Montreal has appointed a War Gardens Committee, and in Windsor, Ontario, under municipal auspices, sufficient land will be ploughed to provide every householder with a war garden allotment.

The War Gardens Committee will give assistance to Montrealers who wish to cultivate garden plots, supplying planting plans, giving advice on how to secure land, publishing monthly bulletins, offering information on the use of fertilizers, purchase of seed, tools, etc., and on the storing, preserving and canning of produce.

The Chief of the newly-created Consumer Service Section of the Marketing Service, Dominion Department of Agriculture, has a word for women about foods.

## Some War-Time Advice to Canada's Homemakers

LAURA C. PEPPER

WITH THE outbreak of war Canadian women writing as individuals or as representatives of organizations, began to make inquiries regarding war-time foods. It was a natural thing to do, for they have a vivid recollection of the food situation during the Great War which became more acute as the war progressed, until finally, in 1917, a Food Controller was appointed, and early in 1918 the Canadian Food Board was established. Experience teaches. Immediately war was declared by Great Britain last September, the Wartime Prices and Trade Board and the Agricultural Supplies Committee were formed in Canada. In brief, the function of the former is to ensure, when our energies are being exerted in the prosecution of war, there would be no profiteering, no hoarding and no undue enhancement of prices of the necessities of life. The objective of the Agricultural Supplies Committee is to keep agriculture functioning in a manner which will supply the food and fibre needs of the people of Canada and their Allies in the war, during the period of war, and to leave the farmer, as far as possible, in a position to follow his natural peace-time pursuits at the end of the war. Thus homemakers of Canada are assured that prices of commodities which they must pur-

chase will not rise unduly. At the same time Canadian consumers must be cognisant of the fact that war brings with it abnormal situations, and that prices rise if demand exceeds supply.

As Canadians we should consider ourselves fortunate, particularly at this time of war, that we are dependent on other countries for only a small number of foods. True, tea, coffee, cocoa, citrus fruits and cane sugar cannot be grown in this country, but most foods are produced in sufficient quantity to meet our needs. In the case of some foods, wheat and cheese for example, the amount required for consumption in Canada is only a fraction of the normal total production. Every Canadian is fully aware of Great Britain's increasing need of Canadian food products. Should the war continue for considerable time, undoubtedly there will be even greater necessity for augmented food supplies from Canada, in which event we may have to curtail the use of certain foods. We should be prepared to do this. To date, however, there is no shortage of food supplies in this country. In fact, there has been a surplus of some farm products, due to reduced exports. Apples and

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# The Public Welfare System of the Province of Quebec

An unusual system of grants in aid is operated under the Public Charities Act which is supervised by the Provincial Minister of Health.

*through the courtesy of*

JEAN GREGOIRE, M.D., Deputy Minister of Health

**P**UBLIC HEALTH AND WELFARE in the Province fall under the administration of the Minister of Health (Hon. Henri Groulx), who also supervises the Public Charities Act. In addition to the usual functions of a Provincial health service, Quebec maintains a characteristic system of County Health Units,\* which are subsidiaries of the Provincial Department of Health, are charged with the supervision of health conditions in the rural communities throughout the province, and account for an annual expenditure of approximately \$500,000. The units are financed by the Province although the County Councils contribute on the basis of one-and-a-half cents per \$100 of taxable real estate. These sums are raised by taxation. Municipal councils may hand over their public health services to the County Health Unit providing they contribute to the operating costs of the unit on the same basis as the County Councils.

Forty-four such units are in operation at present.† The physician, nurses and health inspector of a unit visit all the parishes in their county, carrying on con-

tinuous service throughout the year.

The health inspector is responsible for inspection of water supply, milk and meat, bakeries, food stores, barber shops, hairdressing establishments, schools and all public buildings.

Pre-natal and post-natal teaching and general health education is carried on by the nurses through group teaching and home visiting. They visit the schools regularly for routine examination of the pupils. Another of their duties is home nursing of tuberculous patients. Health publications are distributed by the nurses on their visits to homes.

The services of 12 specialists in pulmonary disease are retained by the Ministry of Health in order to carry on the campaign for the eradication of tuberculosis by means of clinics held in all parishes of the counties which have been organized into health units. They are furnished with portable X-ray equipment for use in examining suspected cases of tuberculosis.

The director of the health unit is responsible for enforcement of the health laws and regulations. He is required to hold baby clinics periodically in all municipalities in his county, and to administer vac-

\**Les Unités Sanitaires de Quebec*, published in *Canadian WELFARE Summary*, August-September issue, 1939, p. 61.

†Another unit to be opened shortly.

cination and anti-diphtheria immunization. He furnishes standard serums and vaccines without charge to physicians practising in the county.

In 1938 the physicians of the health units vaccinated more than 25,000 children against smallpox; immunized 30,000 infants against diphtheria and held 5,000 baby clinics at which they examined more than 120,000 young children. The nurses made over 230,000 visits to infants and pre-school children and over 10,000 to tubercular patients.

The specialists examined more than 25,000 persons, of whom 3,000 were found to be tuberculous. Health inspectors carried out more than 60,000 inspections and the laboratories made over 200,000 bacteriological examinations.

#### *Public Charities*

Possibly the most unusual system of public grants in aid to be found on the continent operates under the Public Charities Act of Quebec.\*

Quebec, being the oldest province in the Dominion and nurtured in the traditions of Old France, had not prior to the depression nor has she to-day developed such a widespread system of public assistance to persons in their own homes as has characterized our newer and urban communities. Social assistance in Quebec has been allied fundamentally to private charity. This principle of co-operation between community and voluntary effort is

\*Schedules of Relief and Assistance in Canada, compiled by Canadian Welfare Council, 1937.

implicit in the Quebec Public Charities Act which sets up a fixed schedule of arbitrary cost estimates on a per capita per diem basis for all approved charities operating within the Province, and then makes obligatory provincial and municipal contributions in equal thirds on behalf of each inmate with the residual cost presumably the other third assigned to private funds. Aid under this legislation has been almost entirely restricted to institutional care with the result that outdoor relief to persons in their own homes has been and, (except for unemployment relief) still is left almost exclusively to private charity, particularly the St. Vincent de Paul Society, the benevolent and fraternal associations of the different churches, or private social agencies.

Under this system, in its own services and these subsidiary grants the Province spends several millions of dollars every year for public welfare.

The Bureau of Public Charities, created in 1921 in accordance with the Public Charities Act, maintains the list of approved charitable and benevolent agencies, which must be so recognized by the Lieutenant-Governor in Council, and which is published annually in the Quebec Official Gazette.

Under this Act, it is lawful for local or county municipalities to establish and maintain hospitals, homes, foundling hospitals, sanatoria, refuges, etc., for the purpose of helping the poor domiciled within their limits. The dues of

References. *The Statistical Year Book* (Quebec) 1938; *The Canada Year Book*, 1939.

10% collected by the municipalities on places of amusement, are given, one half to the municipal charities fund and the other half to the public charities fund, (provincial). The costs of collection are incumbent upon the municipality. This fund is further increased by the following duties: duties for licenses for places of amusement and race-courses; entry duties at race meetings; registration fees for apparatus employed in making bets or wagers on race-courses and the duties imposed on the said bets and wagers. Every municipality is bound to remit to the Treasurer of the Province one-half of the proceeds collected under this Act.

An amendment to the Public Charities Act known as the Hospital Tax imposes the collection of a duty of 5% on all meals costing \$0.35 or over served in hotels or restaurants.

In addition to this, the Provincial Treasurer was authorized, in 1929, to contribute annually to the Public Charities' Fund a sum of \$1,000,000 from the net revenue of the Quebec Liquor Commission.

#### *The Schedules*

All recognized charitable institutions are classified under the following schedule,\* according to which the "three thirds" systems of provincial and municipal grants and residual costs are paid:

#### SCHEDULES OF PER DIEM MAINTENANCE

##### *Quebec Public Charities Act*

#### CLASS A.—General Hospitals:

A-1 .....	\$3.00
A-2 .....	2.01
A-3 .....	1.50

\*The Statistical Year Book (Quebec) 1938, p. 200.

#### CLASS B.—Special Hospitals:

B-1—\$1.50	Convalescents (40 days)
B-2—1.05	Convalescents (40 days following)
B-3—1.50	Incurables requiring medical treatment
B-4—1.05	Chronic invalids

#### CLASS C.—Refuges:

C-1—\$0.45	Old people
C-2—0.57	Old people requiring hygienic care

#### CLASS D.—Orphanages:

D-1—\$0.36	Girls from 14 to 16 years of age
D-2—0.45	Ordinary orphanages
D-3—0.57	Orphanages similar to boys' industrial schools

#### CLASS E.—Maternity Hospitals: \$0.51

#### CLASS F.—Creches:

F-1—\$0.60	Infants up to one year
F-2—0.54	Children from one to five years
F-3—1.05	Sick Children

#### CLASS G.—Day Nurseries: 0.12

#### CLASS H.—Crippled Children: 0.99

#### CLASS I.—Epileptics: 0.75

#### CLASS J.—Sanatoria and Hospitals for Tubercular Patients:

J-1—\$3.00	First class tubercular hospitals
J-2—2.01	Tubercular hospitals
J-3—1.50	Homes for tubercular patients

#### CLASS K.—Institutions and Charitable Organizations providing Assistance outside of Hospitals or Shelters

Grants made in 1938-39 were:

#### *Classes*

A .....	\$2,479,357.62
B .....	316,089.60
C .....	192,224.00
D .....	579,261.56
E .....	25,355.86
F .....	488,475.70
G .....	17,951.04
H .....	58,276.68
I .....	11,822.50
J .....	897,808.98
K grants .....	548,761.55
Loans .....	1,495,998.35
Miscellaneous .....	229,676.54
Special .....	307,703.83
Contingent .....	16,530.28
Advances (various classes) .....	922,440.46
Total .....	\$8,587,734.55

There is provision in the Public Charities Act, whereby, over and above these schedules, the Lieutenant-Governor in Council may, on recommendation of the Bureau of Public Charities, give additional help in any cases of absolute urgency.

The Government may also guarantee the interest and sinking fund of loans contracted by charitable institutions for whose capital expenditure it has given approval.

The vast majority of the agencies in Quebec give custodial care, but the English-speaking, Protestant, Catholic, and Jewish agencies, naturally lean more to service in the community, and this particularly in the case of child care; so, class "K" on the schedule has been interpreted to allow payment on a per capita basis, or in lump sum, of special grants to agencies which may prefer to do their work in this way.

#### *Charitable Institutions*

Charitable institutions<sup>††</sup> numbered 216 in 1936 and comprised 10 hospitals for the insane, 60 general, 4 maternity hospitals, 5 creches, 11 sanatoria and 126 hospices, orphan asylums and refuges. The number of patients cared for in 1936 exceeded 200,900.

#### *Homes, Orphanages, Refuges, etc.*

In 1936, these 126 institutions caring for orphans, the aged and the infirm had a bed capacity of 17,818. Moreover, outside of the institutions, 85,436 needy persons were also assisted.<sup>‡</sup>

The care of the insane, the feeble-minded, epileptic, etc., is vested in provincial institutions, with the maintenance cost met one-half by the Provincial Government, and one-half by the municipality where the patient has his domicile.

#### PUBLIC HEALTH EXPENDITURES IN 1938-39 WERE:

Public Health .....	\$ 235,500.00
Public Charities .....	8,587,700.00
Grants to various charitable institutions other than those from public charities fund .....	20,645.00
Venereal diseases .....	47,600.00
Act to protect children from tuberculosis .....	33,200.00
County Health Units .....	490,000.00
Act to combat tuberculosis and infantile mortality .....	88,595.12
Mental hospitals .....	1,842,500.00
General administration .....	200,000.00
	<hr/> \$11,545,740.12

#### PROVISIONS FOR AGED, BLIND, AND FOR NEEDY MOTHERS

##### *Old Age Pensions<sup>†</sup>*

On August 1st, 1936, the province of Quebec became a participant in the Dominion Old Age Pension plan instituted in 1927, the province paying 25 per cent of the total costs of pensions. The Act is administered by the Old Age Pension Commission which is under the jurisdiction of the Provincial Department of Labour.

As at December 31st, 1939, the number of pensioners in the province was 49,017, and the average monthly pension was \$17.83. The province's contribu-

Sources: *Quebec Statistical Year Book*, 1938, pp. 207‡ and 201‡.

†Sources: For this and succeeding section we are indebted to Mr. J. R. Forest, Chairman of the Commission—and the *Quebec Statistical Year Book*, 1938, p. 213; *Labour Gazette*, February, 1940, p. 127.

tion from the inception of the amendment to the Old Age Pensions Act totalled \$8,059,295.16, in a grand total of \$32,237,180.66.

#### *Pensions for the Blind†*

The Act under which Quebec became a participant in the Dominion plan of Pensions for the Blind has been in effect since October 1st, 1937. As at December 31st, 1939, pensions were being paid to 1,700 blind persons receiving an average monthly pension of \$19.46. The total contribution of the Provincial Government from the inception of the amendment to the Act was \$179,288.92, in an aggregate of \$717,155.70.

#### *Mothers' Allowances*

The Needy Mothers' Assistance Act, 1937, is administered by the same Bureau as the Old Age Pensions Act under the direction of the Minister of Labour, the Honorable Edgar Rochette, K.C. It provides for the payment of a monthly allowance to a needy mother who is a widow or the wife of an inmate of a mental institution, and who has at least two children under sixteen years of age. She must be a British subject of at least fifteen years standing and a resident of the province during the seven years immediately preceding application for the allowance. She must give reasonable guarantee of her competence to care properly for her children and establish her lack of the necessary means for the maintenance of the children under sixteen years. (Reasonable guarantees of her

competency must also be established by at least two certificates—one from a member of a religious denomination and the other from some disinterested person, no relative of the applicant). Should a mother eligible for Mothers' Allowance die or become an inmate of a mental institution, the law provides that the grandmother, if caring for the children, may benefit from the allowance, if she fulfils the conditions which ordinarily apply in respect to the mother.

A woman with two dependent children under 16 receives \$40 monthly and an additional \$5 for each additional child, the total allowance not to exceed \$60. Allowances may be reduced if the beneficiary or her dependents can be provided for to some extent by relatives by marriage whom the Civil Code requires to contribute to their support. In the first complete year of operation mothers' grants amounting to \$2,064,732.86 were paid to 5,176 mothers. As at December the 31st, 1939, allowances were paid to 4,709 mothers and the number of children was 17,529.

#### *Unemployment Relief\**

Thus, though the depression found Quebec with a well-organized provincial Department of Health and an active Bureau of Charities, neither province nor larger municipalities were equipped for outdoor relief, and more than in any other province, the administration of unemployment relief in its early years was en-

†Sources: *Canada Year Book*, 1939, p. 837, and *Grants to Needy Mothers in Quebec*, p. 45 of *Canadian WELFARE Summary* for November, 1938.

\*For a review of this section we are indebted to Mr. Michael Guimont, Director-General, Board of Economic Reconstruction, Quebec.

trusted to private effort or carried out in collaboration with it. Only in the largest cities have any public municipal services been created even yet to handle it.

Provincially, the organization of direct relief services arose indirectly from the relief of the idle following the 1930-1 public relief works programme and so the Unemployment Relief Division was located under its own supervisor in the Department of Public Works, until March, 1936, when it was transferred to the Ministry of Municipal Affairs, Lands and Forests. In August 1936, it was transferred finally to the Department of Labour under the immediate supervision of the Director, Mr. Michael Guimont.

Municipal autonomy is closely guarded in relief administration with the general power of approval of all procedures and practices reserved to the Province, as a condition of its financial contribution. Where a municipality desires, however, to adopt measures of relief, it is deemed free to do so but the province does not make any grant in reimbursement of any part of these costs. Its grants are restricted to approved items and methods of relief administration. The Province contributes to the cost of food, fuel, clothing and shelter, reimbursing the municipalities in general 40% of all approved disbursements, and in turn receiving an equal percentage reimbursement from the Dominion. However, in view of the financial situation in some municipalities this contribution was increased in

many up to 99 per cent. In municipalities in default and supervised by the Quebec Municipal Commission, as well as in unorganized or colonization areas, where aid was administered through the Colonization Department, the reimbursement through the province was 100 per cent of the cost.

The Province has not prescribed detailed regulations re relief procedures, schedules, etc., preferring to examine and approve or ask for amendment in municipal systems in which it is asked to assure reimbursement.

Quebec's nine largest cities contain forty per cent of the population and absorb sixty-five to seventy per cent of relief costs.

In the smaller and rural centres, no set relief schedules are in force, since relief is distributed either through the Colonization Department, which arranges to have the needy families earn sufficient amounts to relieve distress, or through the different local welfare services, supplemented in many cases by the contributions of private charity, especially in clothing and supplementary aid. Generally a local relief committee is formed of three members, two representing the citizens, and associated with the priest or clergyman of the faith of the groups of persons aided.

Quebec has developed colonization of the urban unemployed to greater degree than any other province, having set up a completely separate department of government under a Minister of Colonization to deal with this.

TABLE I  
Approximate Annual Disbursements Public Health and Welfare  
Typical Year 1937 to 1939

	Province	Dominion Government	Total
Public Health—General.....	\$ 230,000	—	\$ 230,000
County Units.....	500,000	—	500,000
Public Charities Act (grants to Institutions, etc.).....	7,075,021	—	7,075,021
Old Age Pensions.....	2,535,514	7,606,542	10,142,056
Blind Pensions.....	82,178	246,534	328,712
Mothers' Allowances (1939 — first full year).....	2,064,732	—	2,064,732
Unemployment Relief			
Direct Relief.....	16,140,000*	7,525,000	23,665,000
Works.....	4,100,000	2,508,130	6,608,130
<b>TOTAL.....</b>	<b>\$32,727,445</b>	<b>\$17,886,206</b>	<b>\$50,613,651</b>

\*The municipalities' contribution of \$6,640,000 has been added here to the Provincial Government's expenditure of \$9,500,000, for convenience in tabulation.

TABLE II  
Grants to Charitable Institutions under the Q.P.C.A.\*

	1936-37	1937-38
Class A (General hospitals).....	\$2,485,547.67	\$2,559,460.18
“ B (Special hospitals — Convalescents, incurables requiring medical treatment, and chronic invalids).....	317,997.08	298,285.26
“ C (Refuges for the aged).....	377,501.51	189,237.84
“ D (Orphanages).....	565,801.42	596,183.38
“ E (Maternity hospitals).....	30,812.33	23,885.86
“ F (Creches).....	362,502.24	383,736.47
“ G (Day Nurseries).....	14,198.56	23,386.28
“ H (Crippled children).....	53,978.00	60,282.68
“ I (Epileptics).....	8,284.50	6,334.50
“ J (Sanatoria and hospitals for tubercular patients).....	895,105.95	818,195.19
“ K (Institutions and Charitable Organizations providing assistance outside of hospitals).....	80,100.00	103,040.00
Hospital care of indigents in non-organized districts.....		196,010.39
Special grants.....	172,794.72	281,989.90
Annuities on loans.....	1,289,974.83	1,332,877.46
Miscellaneous.....	128,700.33	202,116.32
<b>TOTAL.....</b>	<b>\$6,783,299.14</b>	<b>\$7,075,021.71</b>

\*Quebec Statistical Year Book, 1938, p. 197.

TABLE III  
Expenditure for unemployment relief, June 1, 1930, to June 30, 1937\*

	Provincial Government	Federal Government	Municipalities	Total
Direct Relief:				
1930-31	\$ 245,389.08	\$ 245,389.06	\$ 242,370.27	\$ 733,148.41
1931-32	1,337,638.18	1,190,436.61	1,138,647.56	3,666,722.35
1932-33	4,327,631.94	3,289,023.35	3,197,185.79	10,813,841.08
1933-34	5,876,465.40	4,649,411.31	3,977,194.52	14,503,071.23
1934-35	9,066,629.80	11,705,735.30	8,674,781.61	29,447,146.71
1935-36	7,977,174.04	8,330,623.70	5,906,364.79	22,214,162.53
1936-37	9,486,145.62	7,525,001.37	6,640,299.56	23,471,446.55
TOTAL.....	\$38,326,074.06	\$36,935,620.70	\$29,776,844.10	\$104,849,538.86
Works:				
1930-31	739,583.13	713,040.28	732,083.03	2,184,706.44
1931-32	6,199,495.31	4,249,200.11	5,106,482.88	15,555,178.30
1932-33	1,695,301.24	2,205,677.53	2,635,216.50	6,536,195.27
1933-34	2,283,809.77	270,941.92	108,666.30	2,663,417.99
1934-35	843,345.16	348,100.19	808,991.90	2,000,437.25
1935-36	1,056,119.93	283,962.02	14,425.00	1,354,506.95
1936-37	4,169,952.85	2,508,136.35		6,678,139.20
TOTAL.....	\$16,987,607.39	10,579,058.40	9,405,865.61	36,972,581.40
Return to the land:				
1933-34	48,866.59	48,900.48	48,866.65	146,633.72
1934-35	50,634.40	50,634.20	50,634.17	151,902.77
1935-36	8,865.07	9,026.42	9,026.42	26,917.91
1936-37	1,778.58	1,781.26	1,853.07	5,412.91
TOTAL	\$110,144.64	\$110,342.36	\$110,380.31	\$340,867.31

For the period 1930 to 1937, the province's expenditure on administration of unemployment relief totalled \$2,150,501.00

\*Quebec Statistical Year Book, 1938, p. 416.

## SOME WAR-TIME ADVICE . . . Continued from page 15

poultry are examples accounting for the appeal to Canadian consumers during the last few months to use more of these products. The response has been most gratifying.

A broader appeal is made to the women of Canada. It is to carry on their homemaking as normally and efficiently as possible; to keep informed of changing situations; to buy foods in amounts which

meet regular needs; and to be prepared to co-operate by buying more or less of various foods as national need arises. In peace time or war time, how important it is that women, the purchasers, should be well informed—that they buy quality for satisfaction, and that they understand the nutritional values of the foods purchased and prepared for family use!

Forecast of relief legislation again suggests the desirability of organizing such projects on a permanent, co-ordinated basis.

## Dominion Assistance for the Year 1940-41

THE CANADIAN WELFARE COUNCIL, since early in 1931, has consistently urged that the organization of public provision for the relief of distress must be put on a permanent basis, adequately co-ordinated, as among the administrative and financial responsibilities of the municipal, provincial and federal authorities. Since that time, practically a decade has elapsed, and over one billion dollars has been spent by the different units of government in material aid or special projects for the relief of unemployment, agricultural and similar distress. This is quite apart from the millions of dollars of Dominion subsidy to Old Age Pensions.

The Council's year-end review of social conditions urged that, particularly in war-time, some such mobilization as characterized the organization of our industrial and economic resources should be effected, in relation to the services designed to conserve morale and civilian strengths. It proposed that this correlation should be based on inter-departmental and Dominion-provincial planning, with the participation of public-spirited citizens therein.

It strongly urged the enactment of the Dominion measures for unemployment and agricultural assistance, not on a twelve-month

basis, as has been the case for ten years, but at least for the duration of the war and six months after.

It urged, further, the segregation of all those now in receipt of aid who were not likely to be self-supporting again, from those who may be rendered so, and the conclusion of adequate programmes for the maintenance of the one and the re-establishment of the other.

It further emphasized the need of special provisions for the correction of remedial conditions for all those rejected for active service, and of reconditioning programmes for those who, similarly rejected, might nevertheless be fitted for responsible participation in agricultural or industrial production.

The situation, long visualized by the Council, of an emergency occurring before the re-enactment of Dominion assisting legislation, has come this year, and, consequently, local services, public and voluntary, have been unable to plan adequately for this spring and 1940-41's services.

It has been intimated, through an announcement to the press, by the Honourable Eric Cross, Minister of Public Welfare for Ontario, on April the 4th, that the Dominion authorities contemplate the extension of previous legislation as soon as Parliament con-

Continued on page 30

## How May the Council Achieve Its Purposes?

Mr. C. H. Young, the new executive director of the Montreal Council of Social Agencies, has some challenging things to say in his report to the organization's annual meeting.

THE first obstacle to the efficient functioning of a council of social agencies is the individualism of the agencies which make up the council. Modern private social work comes out of a background of individualism sufficiently rugged to put a New England Republican to shame. The impact of industrialism on England in the early nineteenth century was such as to precipitate social problems in a seriously aggravated form. Industrial expansion was accompanied by the marked disintegration of the family, with the dispersion of its members to the factories, and by the growth of huge cities peopled in large part by impoverished factory hands living in slums. In order to protect itself from these problems society struck out in almost random fashion by the creation of foundling homes, orphanages, settlements, and other social agencies. Most of the agencies originating at this time were either definitely sectarian in their affiliations, or evangelical in their enthusiasm to correct the evils of the social order. The religious emphasis with which they began was essential to their success in the early stages of their development, for few except those moved to good works by the spirit of the Church were prepared to help a society sorely in need.

But "time makes ancient good uncouth". It has transformed the institutional virtues of Victorian days into the social work vices of the twentieth century. Many social agencies have gone far from the sectarian enthusiasm of their adolescence, many work well with each other, and co-operate willingly in enterprises that are obviously designed for the good of the community as a whole. But there are other agencies in every community who retain the feeling that their little corner of the vineyard is the peculiar concern of the Lord. They represent a form of individualism more vicious than anything the rest of the world can produce. It is peculiarly vicious because it is a vested interest sanctioned and reinforced by religious conviction. It is obvious that such feeling defeats the ends for which Councils of Social Agencies were created—to get agencies to work together for the welfare of the total community rather than for any particular section of it.

The second obstacle to the efficient functioning of a council is the lack of both men and money in the council picture. This is a complaint common to all agencies but it has special meaning in the case of the council. Since the last war

the field of social work has witnessed the twin development of the council, as a co-ordinating and planning body, and the federation as a fund-raising organization. In some cases the Council preceded the Federation, in others the Federation preceded the Council. Generally speaking, they are regarded as being two parts of the same organization, frequently called a welfare federation or community chest. Generally speaking also, the Federation tends to "run the show". The reason for this is obvious. The Federation raises the money and therefore "calls the tune". The Council of Social Agencies, while safeguarded and protected in many communities, is, nevertheless, subservient to the Federation unit in the sense that it has to go to Federation for the funds essential to its existence. The result is that Council activities, in the broad sense, are controlled by the unit which raises the money. Council inefficiency is frequently due, therefore, to no fault within the Council itself but to the inadequate provision made for its operation by the financing body. It is adding insult to injury with a vengeance, if Federation members criticize a Council for doing nothing, when the funds which would enable it to do efficient work are withheld from it.

#### *As Business Sees It*

But this is not all. Councils lack not only the financial resources of the fund-raising unit but also the general support and co-operation of people prominent in the business world. The fund-raising and finan-

cing activities of the Federation operates in terms of procedures which are in the blood-stream of the average business man. It deals in dollars and cents. It is concerned with budgets and appropriations. The measure of its success is indicated by the amount of money which it can raise. Councils of Social Agencies, on the other hand, deal not with budgets but with programmes. They are concerned not with the amount of money which is raised but with the quality of service rendered in the spending of the money. They operate in short, in terms of needs and services, in terms of standards and qualifications, in terms of things intangible and for the most part foreign to a business man. Its tasks are, therefore, too often unattractive to those whose life work is spent in a world of ledgers, budgets, indexes, quotations,—a world characterized by efficiency and despatch.

#### *Why So Much Talk?*

The third obstacle to the efficient functioning of a council is the protracted nature of the discussions and negotiations essential to its operation. This is the sort of thing most people have in mind when they criticize the council. "Councils", they say, "are forever talking and doing nothing." They are always doing studies and bringing in recommendations which get nowhere; they are always passing resolutions which resolve no issues. "Man acts first and thinks second", says a German philosopher. The Council reverses the process and fails to follow

through, according to its critics. It just thinks. The attitude of many people of the community in this respect is well summarized in the saying over Bernard Shaw's fireplace, "They say. What do they say?—Let them say it!"\* It is reminiscent of a friend who said the best description of a Council he had ever seen was a text in the New Testament: "The wind bloweth where it listeth, thou hearest the sound thereof but canst not tell whence it cometh or whither it goeth."

#### *How Just is Criticism?*

There is a familiar ring to this criticism. It is the sort of thing the British peoples frequently say of their Parliaments. It is the sort of thing the Nazis and Fascists have said of the governing bodies of the great democracies. It has some truth in it. It has truth in it because a Council or a Parliament is intended to be a "talking" type of institution—that is the root meaning of the two words. They are not as efficient as business—they would not be Councils or Parliaments if they were. They would be corporations—and a corporation in the political or social phase of community life means one thing; it means Fascism. Let us make no mistake about this: if a Council is to function as a Council it must have talk, and lots of it—and it will have action, even if at times it may seem lost in the talk. But at best a Council will be a lumbering, slow-moving organization.

\*In its turn, an adaptation of the old super-scription on the lintel of Marshall College, Aberdeen—"Thay haif said: quhat say thay? I at thame say".

That is the price we pay when we set up a democratic institution. Should we not be prepared to pay the price?

#### *The Council Indispensable*

For in spite of all such criticism is the Council not indispensable to adequate welfare work in this community?

The Council cannot be dispensed with in community organization because no other organization is competent to do the work which the Council is set up to do—and which certainly needs to be done in any community. It is obvious that an individual agency cannot perform the co-ordinating function of a Council: first because it has its own job to do; and secondly, because it would be suspect by other agencies if it went beyond its functions as an individual agency. It is not so obvious, but it is just as true, that a Federation cannot perform the functions of a Council. A Federation, for one thing, has a staff geared to a particular job—that of money-raising—a staff which is therefore not qualified to operate in the field of agency co-ordination and community planning. Moreover, the focus of attention in a Federation\* is on financial resources, whereas the focus of attention in a Council is on community need and community service. The two roles are supplementary. One, the Council, sees

\*Moreover, there are four Federations in Montreal, and for any one of them to arrogate to itself the function of community co-ordination would be to bring deserved criticism down on its head. The existence of the four Federations is indeed one of the strongest arguments one might advance for the development of a vital, comprehensive Montreal Council of Social Agencies.

the need, while the other provides the resources with which to meet it.

### *Council Functions*

But the Council is indispensable, not only because there is no other agency qualified to do its work, but also because the work which it is set up to do should be done. In other words, the work of a Council is high up on the "must" list of worthwhile community activities. This is apparent when one considers its functions.

There is, first, the improvement of work within the individual agencies by the development of standards in the various fields of social work. There are in existence, for example, as the result of work undertaken by Councils in various parts of Canada and the United States, sets of standards dealing with hospitals, and nursing, child caring institutions, family welfare associations and recreational agencies. It is an important function of a Council that it adapt such standards to the needs of its member agencies, and it is essential to the efficient operation of such agencies that the standards are applied. We have learned long since that it is not possible to build houses without measures and yardsticks; we are beginning to learn that yardsticks are every bit as essential to good planning and building in social work.

### *An Impossible Demand*

A second important function of a Council is concerned with the relations which the agencies have with each other. Some people still

think that marriages are made in Heaven; the naivety of others goes to the extreme of believing that for some reason or other social work agencies are always well-behaved in their inter-agency contacts. This is an impossible demand, made only on social workers and the children of clergymen. It is obvious that, wherever you have agencies, with vested interests, in a field occupied by other agencies you are almost certain to have, as a result, overlapping operations and friction between the agencies. It is the job of a Council to define spheres of interest, to prevent overlapping and duplication, and, in general, to lubricate the relations of agencies in a particular field. A concrete expression of this particular function is the Social Service Exchange.

A third function is that of discovering new problems in community life and organizing the resources to meet them. This is done by means of studies and surveys which indicate the existence of a problem and usually recommend some way of dealing with it. During the past year, for example, the education and recreation committee of the Montreal Council made a survey of agency use of school facilities and successfully negotiated the more extensive use of school facilities at more reasonable rates.

A fourth function of a Council is the co-ordination and integration of all welfare services in terms of a total community plan. This function is based on the assumption that when the individual agencies or individual Federations

of a community operate without reference to each other inadequate work is done by all. This is, frankly, an ideal at the moment but it is a question to which brute fact and the force of events may bring us before very long. Forecasts of the problem are already at hand. Several organizations are going to appeal to the general public presently for financial support.\* Before the war ends there will undoubtedly be many more. The appeal of all of these agencies may be justified, but the questions for Council judgment in the individual community are these: Who vouches for the value of these programmes? Who gives us assurance that they do not involve duplication of effort? Who knows whether the money to be expended by one agency should not go to another? What, in other words, is the co-ordinating authority behind these programmes?

There is a final Council function: that of interpreting social welfare aims and objectives, methods and techniques to the community at large. This is done as much by the extensive participation of lay workers in the deliberations and activities of a Council as it is by the more formal communication of plans and programmes to the community through such media as the radio, press and public speaking.

#### *The End of the Whole Matter*

A Council of Social Agencies is vital—yes, indispensable—to adequate welfare work in a community. When someone says,

\*These campaigns have now been held.

"Why don't these agencies do a better piece of work?" he is raising a Council problem. When a second person says: "Why cannot those agencies learn to co-operate?" he is raising a Council problem. When a third person says: "Why are these people asking for money again?" he is raising a Council problem. These questions are the concern of the Council because it is the only organization equipped and set up for the purpose of dealing with all programme matters relating to the welfare work of the community.

The Council of Social Agencies happens to be the "Orphan Annie" of social work. Neither Council nor Federation nor Community Chest, however, has value as an end in itself; both exist to achieve the major objectives of all welfare organizations—the well-being of the unfortunate members of society and the enrichment of community life. On the whole, our Federations are doing a good job, as the financing arms.

It is not on that side of the picture that we need take thought for the morrow. It is rather with reference to the use which is to be made of the money obtained by our chests and by all the other welfare organizations in a community. That is where the outstanding importance of the Council rests in the welfare work of the community,—the Council remains the only instrument provided by social work to date, whereby quality may be insured in the work of the individual agencies and order and planning obtain in the total pattern.

The Council has significance, too, in terms of the larger issues of the day. The struggle in which we are engaged revolves around the issue which was paramount in the last war: we fight again to make the world safe for democracy. But democracy will not be realized on the battlefields of Europe, nor on the broad expanse of the Atlantic, much as the conflict in those areas may set the stage for its ultimate triumph. The real, long-time battlefields of democracy are not abroad but at home—in the hearts and minds of our people. If democracy as an ideal is not central in their thinking, if techniques of a democratic nature are not developed

for the more efficient functioning of our social, economic and political institutions, all the triumphs of this war will be as nothing compared with our final defeat. The significance of the Council in terms of this larger picture is this: it is native to the soil of our Anglo-Saxon culture; it has as its values those which every democracy upholds, and it experiments with techniques without which there can be no democracy. It is, in fact, a little bit of the greater democracy and the outcome of our efforts in this area may well presage the success or failure we shall have in the larger sphere.

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#### DOMINION ASSISTANCE . . . Continued from page 24

venes, and that this will be on the same basis as 1939-40, namely, a general provision of Dominion reimbursement of 40 per cent of costs, matching provincial disbursements to the same amount, with the 20 per cent of residual cost left to the municipal unit. This also is the understanding of the Canadian Federation of Mayors and Municipalities.

No intimation has been given of works programmes, but the suggestion of a billion dollar annual budget required by the Dominion

authorities, for ordinary and war expenditures, would suggest that any works or similar capital expenditures are most likely to be deferred for the duration of the war. Ottawa rumours also suggest the possibility of a fixed maximum in all Dominion grants. The need for an adequate and integrated programme of social assistance under such circumstances will become increasingly necessary as the war continues, and as planning for the post-war period develops.

C.W.

Frontiers are being pushed back in our rural areas by those who adapt urban techniques and skills to the needs of the farm community or the new settlement.

## The Rural Social Worker Takes on a Pioneering Job

ANNE I. CLARE

OUT in the country the snow has disappeared under the persistent rays of the spring sun. Pussywillows are growing and, to the tune of a meadowlark's song, the rural social worker, armed with her brief case and a good "bumper jack", will be out on the highways and byways. Not that the rural worker hibernates all winter but rather that when the roads are clear one must make use of ever "shining hour".

In the rural areas the social workers are fast pushing back the frontier and like the pioneers of old, are building firmly the foundation for a social service work structure that will meet the ever increasing needs of our rural people. This job is one certainly of breaking virgin soil.

The skills and techniques learned while in training in an urban centre must be modified to meet the pioneer situations. The difference in the methods used in the rural area from those in urban centres can be likened to the difference between the machinery used by the farmer when he is clearing and breaking to that used for summer following the Fall ploughing of land that has been many times tilled and cultivated.

The field must be made ready for the buildings first, and at the

same time some building must be done to meet some of the present problems in order to demonstrate what can be done.

### *At the "Grass Roots"*

In pointing out that there is a need for modification of methods one does not imply a lowering of standards of work but rather of using the best possible method for the situation presented. Social work in rural areas is being done at the "grass roots", and if these roots will not yield to urban social work methodology then one must "get out the old pickaxe and tackle the job realistically".

When people ask what do rural social workers do that is actually different, one could answer most truthfully they do everything and most of it without benefit of anything but their own integrity and ingenuity.

Our training schools in Canada are placed at both ends of our great land East and West, with no training facilities in between. Naturally, since our workers are trained more specifically to deal with the problems found among industrial centre dwellers little field work experience is possible, in the great space in between, where expression of need for social work

service comes strongly from the community itself and not only when first suggested by the social worker.

### *Our Human Resources*

We are told that Canada is an agricultural country and that on the success of our agriculture enterprise depends the prosperity of our people. When most people think of rural problems they think of them in the terms of land, crops, and cattle. We hear considerable talk about what can be done about reclaiming the mid western drought areas. What about the people who till the land, grow the crops, raise the cattle? Should we not spend something on the saving of human resources first, and then money spent to conserve material resources will be effective? It is the job of the social worker to interpret the problems of these people to the community itself, to Municipal Councils and to governmental departments. The rural worker's first big task then is the interpretation of the needs of the people in the community in which he or she works.

An important consideration in any programme of rural publicity is an appreciation of the tempo of rural life and of the individual outlook of the farmer.

### *The Tools Are the Same*

The actual tools used for getting the message across are the same in rural areas as in urban, talks with individuals, speeches, newspaper articles, case committee reports and so on. In rural areas as in urban centres, the best method of

interpretation is by the working through with an interested individual or a group of people a certain case, where the treatment method and results are self-evident. Here the rural worker must cope with the handicap of great distances to travel which make it impossible to do a concentrated case work job because of these physical limitations. It is so necessary to make the road and travel it at one and the same time in the rural field, but there is one comfort, growth can be seen before your very eyes. The development of a community consciousness is often slow to get started but once it starts, its development is rapid like that of our gardens in the west where the summer season is short but where growth occurs almost over night. The worker often must leave problems that cry out for skilled treatment, to volunteers who are well meaning but inexperienced. As is almost inevitable in any field of social work, under present world conditions, compromise is the order of the day with the application of social work standards to rural problems. You can't go faster than the community, and if you think you can, just try, but it is up to the social worker to see that the community keeps moving.

### *A "Long View" Task*

It is so important that rural social work effort to-day must be evaluated with an eye to "the long view" and the rural worker, often fresh from the School of Social Work, must be well armed with "the long view philosophy" if he or

she is not to go down under what appears to be an insurmountable task.

Resources for treatment which are supplementary to the social agencies' service are conspicuous by their absence in some areas. Such things as public health measures, preventative medicine are regarded as too expensive and the social worker who advocates them as "too theoretical". The councils in rural areas are much more conscious of the taxpayers than in larger cities. After all, they live more closely interacting lives even although physical distances between people in the country are greater. So the first thing the social worker runs up against in advocating improved conditions of health, etc., is the cost to the taxpayer. Again the "long view" comes into use this time to pass on this philosophy to the community to whom it can be shown that in the long run to save lives is to save money.

#### *By Remote Control*

Talk about case work by remote control! One look at the letters on the rural worker's desk when she arrives in the morning will make you realize the importance of being able to express oneself clearly on paper. If the roads are impassable and a visit cannot be made for a month or two, the worker must call all her letter-writing ability

to her service in order that the client is not left without some sustaining kind of relationship until the next visit can be paid.

Regardless of the particular type of agency in which the worker is employed, if she is the only social worker in the district, the policy of the agency must be elastic enough to make room for the consideration of any social problem. If, for example, the agency in the area is a Children's Aid Society, the community will look to the agency to at least give consultative service on many phases of social problems besides those particularly related to child protection work.

There is a need for rural workers, as such, to pool their experience so that out of the whole, valuable information for teaching material can be made available. In this way the gap between what is learned in the School of Social Work can be more closely related to the situation that the rural social worker is facing.

Supervision, the study of which has filled so many pages of books on social work practice and the importance of which cannot be underestimated, is sometimes something which the rural worker must do without for great stretches at a time. However, the "learning by doing" method has, as in many other fields, proven most effective.

### MOVES ON THE WELFARE FRONT

Mr. Eric Smit of the Children's Aid Society of the City of Kingston and County of Frontenac succeeds Mr. George H. Corbett as Director of the Children's Service Association of the Montreal Council of Social Agencies. Mr. Corbett returns to his former office, general secretary of the Society for the Protection of Women and Children.

Mr. Stewart Sutton, Assistant in the York County's Children's Aid Society succeeds Mr. Eric Smit in the Children's Aid Society of Kingston and Frontenac.

In a time of calamities the Vancouver Federation steadily marches forward to win a high place on the All-American Honor Roll.

## Vancouver Wins Laurels But Does not Rest on Them

**N**ot only an accepted part of its own city's community life, the Vancouver Welfare Federation in its tenth year is also an enterprise recognized in authoritative quarters throughout Canada and the United States as an outstanding example of efficiency, economy and progress in financing and administering community welfare work.

In a leading article in the "Bulletin" of Community Chests and Councils, Inc., of New York, Vancouver figures in the All-American Honor Roll of ten cities where outstandingly successful campaigns were held last year. On a per capita increase basis, it is likely that Vancouver would rank second or third in the list which represents the "cream" of Community Chest cities in North America.

In common with chests in other parts of Canada which had planned drives for last autumn, the Vancouver campaign organization felt the shock of war's outbreak. Then came word of a national appeal for \$3,000,000 by the Red Cross Society to be held just before the date set for the Federation campaign. Since local branches of the Red Cross had always been beneficiary members of the Federation, it was possible to consult with their representatives and to plan for meeting the immediate needs of

Federation and Red Cross, as well as to discuss means of controlling and regulating all future appeals for war activities. The result was the formation of the Greater Vancouver War Chest Committee on September the 7th, representing at first only the Federation and the Red Cross branches in Greater Vancouver.

The committee then obtained registration under the War Charities Act, 1939, "to regulate and supervise financial campaigns in the Greater Vancouver area for the duration of the war." Representatives of the Board of Trade, the Trades and Labour Council and the tag day committee of the City Council were invited to sit on the War Chest Committee.

### *The Campaign Goes Over*

The aggregate amount which actually was received from the campaign as of February the 12th, 1940, was \$546,436. The cost of the campaign was \$15,601.79, or 2.8 per cent of the sum raised. After deduction of prior charges there remained for distribution between the Welfare Federation and the three branches of the Red Cross in Greater Vancouver the sum of \$461,792.63.

The Welfare Federation's share for the budget of 46 agencies was \$340,754.84 and the share of the Red Cross branches, \$121,037.79.

The ninth annual report points out that the only figure that is comparable with total campaign receipts of the Welfare Federation in former years is the amount available for the 46 agencies, \$340,754.84, plus the items of campaign expense and collections along with the 10 per cent reserve for shrinkage, making up \$84,643.62, all of which gives the possible collectible sum of \$425,398.46 as potential income for 1940, an increase of \$68,000 or 19 per cent over the previous "high" of 1938.

#### *United War Work Fund*

When it appeared that in three national appeals, Vancouver was to be asked for an aggregate of \$250,000, the War Chest Committee met to discuss the situation. The appeals scheduled were those of the Canadian Legion for \$500,000 in February, the Salvation Army for \$1,000,000 in March, and the Y.M.C.A. for \$1,000,000 in April. The War Chest Committee was able to work out with those concerned a satisfactory agreement under which representatives of the various organizations agreed to a joint campaign which so effectively eliminated waste and duplication that the amount asked of Vancouver was reduced to \$200,000. The War Chest Committee offered its facilities of leadership, personnel, records and experience. And thus was set up the United War Work Fund, a special war-time enterprise, and its combined campaign scheduled for the middle of April.

The goal of \$200,000 was made up as follows:

Canadian Legion (war work)	\$40,000
Co-ordinating Council (war services)	5,000
I.O.D.E. (war work)	15,000
Salvation Army (war work)	55,000
Salvation Army (local services)	30,000
Y.M.C.A. (war work)	55,000

Vancouver is the only city in Canada, thus far, that has been able to persuade national organizations to join forces in such a co-ordinated war effort. The campaign in no way benefits the Welfare Federation or any of its member agencies.

#### *Some Sidelights*

In the 1939 campaign of the Welfare Federation, \$357,423 was raised, and the percentage of net costs of the campaign and year-round administration through 1939 was 5.24, the lowest in the organization's history. The gross cost amounted to \$22,715.96, a gross percentage of only 6.34 per cent as against the previous all-time low in 1938 of 6.68 per cent and the "high" of 7.8 per cent in 1932, and was further reduced to a net of 5.2 per cent by income from wise investment of current funds until required by the agencies.

More than 4,000 new subscribers were added to the lists; collections on pledges were 95.03 per cent, and a good sum in pledge arrears was recovered.

During the year 1939, supplementary grants totalling \$24,336 were made to agencies, but all have been urged to adhere strictly to their 1940 budgets. R.L.S.

People must live, but relief is not enough, say Mr. G. B. Clarke, general secretary, and Miss Gwyneth Howell, case work supervisor, in the Montreal Family Welfare Association's annual report.

## New Methods Applied To An Old Philosophy

IT HAS ALWAYS been the boast of the democratic nations that the strong should help the weak. This philosophy in the pre-industrial era was shown in the kind neighbourly personal charity which still finds expression in small centres of population. With the coming of cities, this personal method of helping our less fortunate brothers and sisters gave place to the formation of societies such as the Family Welfare Association of Montreal which carried on the tradition of the old charity by bringing to its service the skills of the newer sciences dealing with the art of helping people.

The passing of the years has brought no change in philosophy but another change in method whereby the strong help the weak. Just as personal charity was found to be inadequate to meet the need, so voluntarily supported charity has given place to the social services, supported by Government funds. The task of promoting wholesome family life in providing opportunities for individualized services which the State has not yet accepted as part of its obligation has been left to voluntarily supported agencies.

The Family Welfare Association believes that while people must live, relief is not enough. Daily

there come to it human beings in need of help with problems of living. They do not present themselves categorically as "relief cases" or "service cases", as "unemployment cases" or "non-residents"—they are individuals who feel that, unaided, they cannot meet their social situation.

The low income group is one of the three categories claiming a large share of the Association's time and money. Many of these men earning insufficient to maintain their families, are widowers or have wives in sanatoria. Their income is supplemented by the provision of a housekeeper in each instance, in order to hold the home together and provide a substitute mother for the children. In other homes, the older children are doing all they can to support an invalid father, over-anxious mother and younger brothers and sisters—but they cannot earn enough, so turn to the Association for aid.

Sickness and old age are responsible for 26 per cent of the families under care and for no less than 40 per cent of the regular relief budget.

### *Investigations for D.A.B.*

One extra piece of work has been accepted for the time being by the Association, that of doing the in-

vestigations for the Dependents' Allowance Board of the Department of Defence. This work was commenced in November, 1939, and consists of assisting soldiers' dependents to fill out the forms which are necessary if they apply for an allowance.

When men go to war, they leave their families behind. Sometimes they run into financial difficulties for a while until their allowances are satisfactorily arranged, or require various services, which the Association renders.

### *The Good Life*

Money is absolutely necessary if one is to *live*—and that does not mean grocery orders, and rent paid direct to the landlord and coal delivered from the coal company, and clothes after someone else has done with them, with never two honest-to-goodness quarters to rub together. Such things may provide for existence, but not for life. Money represents a good deal more than its equivalent in goods. It represents power, if you have enough of it. It represents choice, even if you have only a little. We surely should not further degrade the man on relief by robbing him of his right of choice.

When a man and woman are figuring on how to spend to best advantage every cent that is earned, planning that out of the next pay they'll give the breadman \$1.60 on the last month's bill, and see if that will satisfy him for the moment; that they'll pay the landlord \$5.00 on his back rent and hope that that will hold him; that

they'll buy overshoes for little Isabel who has a cough, and they try and stall off the milkman—when they anxiously plan like that all the time, they cannot be energetic, pleasant, understanding and inspiring parents to their children as well.

Surely we must all agree that we must plan against destitution and the discouragement of large masses of our people. Surely we are self-appreciative enough to think that we have sufficient intelligence to do it? When we walk on a bridge we know that we are upheld as well by the abutment at the far end, as by the abutment at this end. We wouldn't think of stepping on a bridge which floated in mid-air at the other end; but we do that with our social security bridges. We quickly erect the "relief" abutment at this end, swing out the beginnings of a bridge and say "it's up to the unsuccessful to travel over that bridge to success on the other side".

We needs must spend some of our money on building the abutment at the other end. But we don't need to build that abutment alone. You may be amazed, but the man who comes to us in trouble, will help. Sometimes he can't—he is physically ill, he is emotionally tied up in knots, resentful, angry, anxious, afraid—but the minute he's a little bit better, he'll help. He'll free himself, if we provide the chance. And that's what we want, isn't it?—that men and women be enabled to run their own affairs wisely.

## A Triumph in Adaptation to Changing Social Needs

A fine example of keeping step with progress is furnished by the attitude of the directors of the Alexandra Children's Home in Vancouver.

**H**IS MAJESTY THE KING is the patron of the National Council of Social Service of the United Kingdom and H.R.H. the Duke of Kent, vice-patron. To the annual meeting of the National Council, His Royal Highness gave this message:

"Do not be afraid to pioneer, or to try out new ideas; never mind abandoning unsuccessful experiments. Learn by experience, and change with changing times. Above all enlist the sympathy and win the loyalty of the younger generation, in whose hands lies the future of our country."

Nowhere, perhaps has there been a better demonstration of the application of this principle of "change with changing times" than the amazing record of the Alexandra Children's Home of Vancouver.

In the pioneer days of Vancouver the W.C.T.U. undertook the care of three motherless children whose fathers were able to contribute a small amount toward their support. Within a few weeks other applications were made and the necessity for a "Children's Home" was recognized and its establishment was undertaken by this small group of the W.C.T.U. On Thanksgiving Day of 1892 the formal opening of the Home was held at a house standing on the corner of Homer and Dunsmuir Streets, now the centre of the downtown area of the city. A provisional board was appointed, and in February 1893 the first annual meeting was held, and a constitution and by-laws adopted. The first board was made up of representatives of the W.C.T.U. and different churches, two from each of these, with one representa-

tive from the City and one from the Ministerial Association.

The number of children increased, and a move was made to a larger home on Hornby Street, which was occupied until December 1894, when the directors of the Alexandra Hospital for Women and Children made a deed of gift of their building and equipment, valued at \$12,000, at 1726 7th Avenue West, about two miles from the City centre, on the sole condition that the institution assume its present name. Since that time five more lots have been purchased, and additions made to the building.

In 1927-8 the board of the Home co-operated fully in the welfare survey of Vancouver made by the Canadian Welfare Council. Its members met with Mr. Robert E. Mills, in charge of the survey, and its programme was adapted to fit in with the new programme of

child care adopted by the Province and the Vancouver Children's Aid Society.

Between that time and 1931, the average number of children in care in the home was 70; in 1932 the Doukhobor situation caused a temporary increase, but by the summer of 1933 there were only 37 in care. Even in 1931, although the Board of Directors were operating a large building, with appropriate staff, they were beginning to realize the advantages of foster home care, and in the Home's first budget from the Vancouver Welfare Federation a small appropriation was made for its initiation.

In 1933 the Canadian Welfare Council's advice was sought again. The gradual decrease in population was explained as due to closer co-operation with other private agencies, Mothers' Pensions, the relief authorities, and the development of preventive services and supervised care of children in their own homes. At about the same time that the Council's reply came with its proposals and stating that the Home's position was common to many agencies and communities both in the East and in the United States, the Children's Aid Society asked the institution to act as a receiving home for their children until they were able to develop their plan of subsidized homes. Therefore, from November 1933 until April 1938, the Home received such boys and girls as the Children's Aid sent. By this time the Home's own foster care pro-

gramme had reduced its own institutional population.

### *A Progressive Move*

During the years 1933 to 1938, the Directors made a careful study of how the Alexandra could best serve the community, and it is interesting to note that a board of 38 members, many of whom had served for twenty years and over, was, early in 1938, unanimous in agreeing to remove the children from the old building, placing still more in foster homes and the remainder in a house purchased by the board, in a good locality about six miles from the centre of the city, and there to undertake the observation of certain problem children needing special care. The Home is now known as Alexandra Cottage, and is being run as nearly as possible as a normal home, with not more than 10 children; others than those needing observation by the psychiatric social worker are admitted for limited periods. The resident staff includes a house mother, her assistant and a maid.

With the removal of the children from the old buildings, the Board of Directors was able to develop its long-considered project of a Community Centre. On September 1st, 1938, Mr. W. A. Morrison, formerly of Vancouver, and at that time Director of the Children's Aid Society of Kingston, Ontario, was engaged as Superintendent of the new Neighbourhood House. There has been steady growth in the work until now over 2,000 members are enrolled.

### *The Camp Grows*

Another enterprise is the Alexandra Fresh Air Camp at Crescent Beach. Since 1916 this work has grown, until the average number attending camp is now approximately 312 women and 918 children, making a total of 1,230.

### *Cottage Home Care*

With the end of 1939 one year of experimentation with the cottage home type of care for a selected group of children was completed.

At the time of its establishment, early in 1938, Alexandra Cottage undertook to provide facilities for observation and treatment of behaviour difficulties for a few children selected by the Provincial Child Guidance Clinic. The type of problem referred was to be faulty habits or other disturbing behaviour due, not to mental retardation, but to environmental and other difficulties resulting in emotional conflicts within the child himself. Six children were admitted for this reason during the year. Ten other children came from temporarily broken homes where there was a prospect of reuniting the family within a few weeks or months.

This year's experience has amply demonstrated the fact that no hard and fast line can be drawn between the two groups cared for as far as the behaviour of the children is concerned.

### *The Community Centre*

As for the Neighbourhood House, it is accepted that such an enter-

prise has no definite plan or pattern to follow, but must rather conform to the needs of the district in which it is located. It is a centre of neighbourhood activity, and as such must know its neighbourhood and the elements that make up neighbourhood life. It provides counselling service for those seeking help or advice as to the solution of their individual and family problems. Through the Neighbourhood House family ties should be strengthened. It should work for decent standards of living, decent housing, adequate play space for children, etc. It should stimulate group life, help co-ordinate local thought and action, develop educational and recreational work, and broaden cultural interests. It must work towards intelligent citizenship, sound social objectives, and provide a centre for community activities. These are some of the things which a Neighbourhood House can, and should do, depending, of course, upon space, equipment and funds available. Miss Helen M. Hart, B.A., former head-worker of St. Christopher House in Toronto, says: "A Settlement (or Neighbourhood House) is not a 'charity', it is not a case of one set of people giving something that another set receives, it is a pooling by all of us of the best we know how to share. It is a living and sharing of life."

And so stands the threefold enterprise of the "Alexandra"—the cottage, the fresh air camp and the Neighbourhood House, effectively serving the community.

La Ligue Catholique Féminine de Québec s'est portée au secours de l'enfance malheureuse, et de ce geste tous lui savent gré.

## Commission d'Action Sociale et Familiale

L'ENFANT négligé et délinquant a toujours été un problème social de toute première importance. De tous les problèmes sociaux, c'est peut-être celui qui est le mieux compris du public, et pour lequel on témoigne le plus de sympathie et d'intérêt. La Commission d'Action Sociale et Familiale de la Ligue Catholique Féminine a attaqué ce problème et s'est mise à l'oeuvre il y a un peu plus de dix-huit mois, et sous l'impulsion "dynamique" de la présidente diocésaine de la Ligue, Mme J.-L. Beaulieu, et de la présidente de la Commission, Mme J.-C.-L. Bussièrès, elle accomplit un travail qui est apprécié et admiré de tous.

La Commission travaille de concert avec la Cour des Sessions de la Paix et celle du Recorder. Ses membres ont charge de faire enquête et de suivre les cas de

délinquance, de négligence de parents envers les enfants, de refus de pourvoir. Actuellement la Commission a en filière 175 cas, qui ont nécessité au bas mot 1,800 visites, et cela sans compter les nombreuses interventions et démarches qui sont nécessaires au règlement de ces cas. Nous avons été à même de constater de quel zèle sont animées ces travailleuses sociales bénévoles, et nous pouvons dire qu'en peu de temps, elles ont réalisé une tâche gigantesque.

Le gouvernement provincial a bien voulu reconnaître les précieux services de cette oeuvre en lui faisant don d'un octroi, qui permettra à la Commission d'Action Sociale et Familiale d'établir ses services sur une base plus solide et permanente. Les magnifiques réalisations du passé augurent pour un avenir qui sera riche en action féconde et en résultats satisfaisants.

M.H.

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### NOUVEL ORGANE DU CONSEIL DES OEUVRES

LES OEUVRES canadiennes-françaises de la Métropole auront maintenant un organe qui s'efforcera de faire connaître les initiatives nouvelles, de stimuler la coopération entre les oeuvres. "La Voix des Oeuvres" sera le message mensuel du Conseil des Oeuvres de Montréal aux oeuvres qui lui sont affiliées; il trace ainsi son programme d'action: "Nous allons réunir les bonnes volontés, nous ferons connaître les différentes personnes d'oeuvres qui trop souvent s'ignorent; de ces contacts, naîtra avec le temps un plan d'ensemble qui aidera, qui stimulera au besoin nos différentes oeuvres. Nous serons certainement en mesure, alors, de nous faire un sentiment plus profond de l'unité, de la fraternité qui doit exister parmi ceux qui travaillent pour un idéal commun."

Il nous reste à féliciter le Conseil des Oeuvres de Montréal d'avoir fait naître "La Voix des Oeuvres" et de lui souhaiter suivant la formule d'usage, longue vie et prospérité.

M.H.

## Readiness for Reading The Important Thing

**R**EADING readiness and not reading ability is the concern of the Kindergarten teacher.<sup>†</sup>

With this pronouncement it is interesting to read the opinion of Paul McKee, Ph.D., director of Teachers College, Greeley, Colorado.<sup>‡</sup>

In his list of objectives in the work type of silent reading, Dr. McKee places comprehension as the basic ability. This basic ability also appears as the central point of the work type of oral reading and the recreatory type of both silent and oral reading.

Comprehension, he says, is the ability to gather correct meanings from the printed or written symbol. There can be no reading without meaning.

The requirements for abilities involved in comprehension are stated as follows: (1) Wide experience; (2) knowledge of the meaning of common words and phrases; (3) ability to attack unfamiliar words successfully; (4) ability to anticipate meaning; (5) ability to read with proper eye movements; (6) ability to arrange ideas in proper sequence; (7) knowledge of the meaning of

punctuation marks; (8) ability to recognize sentences as units of thought; (9) ability to speak good English sentences and to understand the same when heard, and (10) ability to work one's way through problematic situations successfully.

Dr. McKee places the responsibility of the preparatory period of comprehension with the Nursery School and the Kindergarten, but he states clearly that there should be a planned overlapping of this work through the second and third period in order to prevent a breakdown of training.

For the development of comprehension abilities during the preparatory period seven instructional jobs are listed with detailed illustrations of means employed. Briefly they may be stated as follows:

(1) Providing pupils with real, varied and rich experience essential to the getting of meaning from material to be read: direct experience—projects, excursions, constructional activities, social activities and games; indirect experience—informal discussions, good stories and poems, good pictures and good songs; (2) training in the use of ideas: discussions relative to problematic situations, working through to solution of problem—evaluating, selecting, organizing,

<sup>†</sup>Foster and Headley, *Education in the Kindergarten*, chapter IX, p. 132. American Book Company, New York, 1936.

<sup>‡</sup>McKee, Paul, *Reading and Literature in the Elementary School*, chapter V. Houghton Mifflin Company, Boston, 1934.

verifying and actually working; (3) training in the speaking of simple English sentences: group discussion—incidental and essential, composing letters, retelling stories and describing objects; (4) developing a wide speaking vocabulary. All of this experience should aid in the development and new words should be introduced in their natural setting; (5) training in accurate enunciation and pronunciation: the best lead for the teacher to follow lies in placing good models before the children; (6) developing the desire to read: reading information in answer to some question, reading rhymes, stories, jingles, etc., surrounding child with many books (library); (7) training in keeping a series of ideas in proper sequence, retelling main events in a story, dictating the steps to be taken in the solution of a problem.

Dr. McKee takes the position that the average Kindergarten child should not be given direct instruction in reading as his experiences and concepts are too meagre and that as yet he has not learned enough about straight thinking. He points out that much time must be spent in preparing the child to read.

#### *Teacher's Note Book*

As a gentle reminder to us, a London member has contributed the following:

A great waste of pupil time and energy results when the groups not directly under the teacher's direction are not profitably employed. This time must be wisely

planned both as to the choice of material and the objectives to be realized.

"Without a problem there can be no thinking and without thinking there can be no learning."

At the beginning of each day, the teacher should see that all the tools are in readiness—pencils sharpened, scissors available, paper, crayons, etc., at hand. The question of good housekeeping enters here. It involves very valuable training in habits and encourages the development of a "tidy mind". Careful planning on the part of the teacher eliminates waste and unnecessary delay.

To function vitally, these activities must be adapted to the skill and ability of each child. They should demonstrate good problem motivation and the child should find real satisfaction in working them out.

The problem of discipline is largely solved by the provision of stimulating work. Careful preparation gives assurance that the day's work will progress smoothly with resultant satisfaction to both teacher and child.

#### *Outline is Commended*

Members will be interested to know that one of our associated organizations, the Institute of Child Study (St. George's School, 96 St. George St., Toronto) has received recognition in the *New York Times Magazine*. The new outline prepared by the Parent Education Division for group discussion upon the topic of "Dis-

cipline" was reviewed and recommended.

There are now two such outlines planned for the guidance of parent groups, home and school groups or teacher groups. The topics are:—Pre-school learning, and discipline, and a third, on the school age child, will appear soon. Each contains outlines for ten consecutive discussions, together with reading references (.75 cents each).

A "Parent Education Bulletin" is published five times yearly (subscription \$1.00 a year, which includes also the privilege of using the library of the institute). This bulletin is short and easy to read, yet it is scientific in outlook. It discusses a multitude of topics pertinent to our work:—"Discipline and the War"—"Believing in Santa Claus"—"Mental Health", etc.

#### *Library Books*

May we again call your attention to the Library Service?

Foster and Headley—"Education in the Kindergarten."

Garrison, C. B. et al—"Horace Mann Kindergarten for Five-Year-Olds."

Lane, R. H.—"The Progressive Elementary School."

Blatz, Millichamp & Fletcher—"Nursery Education."

Myers, C. R.—"Toward Mental Health in Schools."

Coleman and Thorn—"Singing Time."

Mitchell, Lucy—"Another Here and Now Story Book."

Rules: books may be borrowed for three weeks; borrowers are responsible for books until returned; mailing cost to be paid by borrower (stamps to cover forwarding charges may be enclosed in returned book); books to be loaned in order of request, one at a time; write to: Miss M. McFarland, 98 George St., Toronto.

Owing to a change in the publication schedule of "WELFARE", the article on mental tests which was announced earlier, will appear in the issue of May the 15th.

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## ITALY LOOKS FORWARD

TEACHING "puericulture", by thoroughly qualified professional persons, to the girl pupils in the middle schools and schools of artistic instruction in Italy was made compulsory by a law passed in July, 1939, according to a communication from the Child Welfare Information Centre of the League of Nations.

Lessons on child care and development must, as outlined in this law, be given for one hour each week for at least thirty weeks, and this didactic training may be supplemented by field visits to assistance institutions for the purpose of observation.

This programme is designed so that the next generation of mothers in Italy may be better prepared to undertake their responsibilities.





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